

TEXT OF TELEGRAM 83ISLAMA020521

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ACTION RP-10

INFO	OCT-00	COPY-01	ADS-00	AID-00	INR-10	EUR-00	SS-00
	CIAE-00	EB-08	DODE-00	H-01	NEA-06	NSAE-00	HA-08
	L-03	TRSE-00	PM-08	PA-01	OMB-01	AGRE-00	USIE-00
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-----375140 301607Z /51

.....R 300559Z NOV 83
.....FM AMEMBASSY ISLAMABAD
.....TO SECSTATE WASHDC 9982
.....AMEMBASSY KABUL
.....AMEMBASSY ROME
.....INFO USMISSION GENEVA
.....AMCONSUL KARACHI
.....AMCONSUL LAHORE
.....AMCONSUL PESHAWAR

.....CONFIDENTIAL SECTION 01 OF 03 ISLAMABAD 20521

.....STATE FOR RP/NSE AND NEA/PAB
.....AID FOR ASIA/PNS AND FFP/FVA
.....ROME FOR FODAG

.....E.O. 12356: DECL:OADR
.....TAGS: SREF, AF, PK, WFP
.....SUBJECT: WFP 1984 PROGRAM AFGHAN REFUGEE RELIEF -
.....MEETINGS WITH MAJOR DONOR REPRESENTATIVES
.....REF: (A) ISLAMABAD 19344; (B) ISLAMABAD 18689

.....1. (C) ENTIRE TEXT.
.....2. SUMMARY. REFUGEE COUNSELOR AND FFPO HAVE MADE A NUMBER
.....OF RECENT CALLS ON REPRESENTATIVES OF MOST OF THE MAJOR
.....DONORS TO THE WFP PROGRAM FOR AFGHAN REFUGEES IN PAKISTAN.
.....THE WFP DEPUTY REPRESENTATIVE AND MEMBERS OF HIS STAFF.
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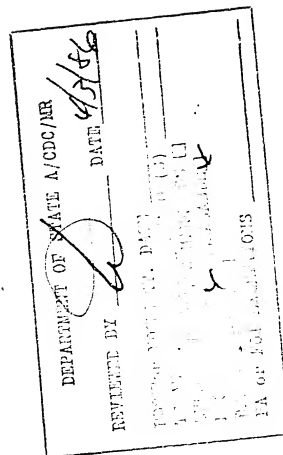
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AND THE UNHCR CHIEF OF MISSION. PURPOSE OF THE CONVERSATIONS WAS TO DISCUSS THE EFFECTIVENESS OF THE CURRENT FOOD ASSISTANCE PROGRAM, TO GET MORE OPINIONS AS TO THE NUMBERS OF REFUGEES AND PROBLEMS RELATING TO FOOD MISUSE AND DIVERSION, TO INITIATE THINKING HERE ABOUT 1984 FOOD ASSISTANCE LEVELS, AND TO PROPOSE REGULAR WFP DONOR CO-ORDINATING MEETINGS IN ISLAMABAD. TO VARYING DEGREES THE EMBASSY OFFICERS WITH WHOM WE SPOKE BELIEVE THERE IS INFLATION IN THE REFUGEE NUMBERS. FEW REPRESENTATIVES HAD FIRM

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INFORMATION ON THEIR GOVERNMENTS' 1984 LEVELS OF FOOD AID FOR THE REFUGEES. BUT NONE FELT THAT INCREASED FOOD PLEDGE WOULD BE FORTHCOMING. REFCOUNS OUTLINED OUR CONCERNS REGARDING EXCESS LEVELS OF FOOD DELIVERIES AND MALPRAC-TICES. WE ALSO EXPRESSED CONCERN THAT THE WHEAT EXCHANGE AGREEMENT BETWEEN THE WFP AND GOP NOT CREATE PROBLEMS IN THE FUTURE. IT WAS CLEAR THAT THE WFP OFFICIALS SEE THEIR ROLE AS A CONDUIT FOR THE DONORS RATHER THAN AS PROGRAM MANAGERS WITH RESPONSIBILITY FOR QUALITY OF IMPLEMENTATION WFP AGREED TO CONVENE A MEETING IN DECEMBER WHICH WILL BE ATTENDED BY UNHCR REPRESENTATIVE. THE UNHCR CHIEF OF

MISSION WELCOMED THE INITIATIVE AND SAID HIS ORGANIZATION WOULD VERY MUCH LIKE TO PARTICIPATE. THE DECEMBER VISIT OF RP OFFICER WILLIAM HARRIS TO ROME WOULD BE A USEFUL TIME FOR FODAG TO BROACH THE WHEAT EXCHANGE ISSUE WITH THE WFP. END SUMMARY.

3. RECENTLY REFUGEE COUNSELOR (REFCOUNS) AND FFPO MET WITH THE EMBASSY REPRESENTATIVES OF MOST OF THE MAJOR DONORS TO THE WFP PROGRAM FOR AFGHAN REFUGEES IN PAKISTAN. THESE INCLUDE CANADA, THE FEDERAL REPUBLIC OF GERMANY, JAPAN, BELGIUM, UNITED KINGDOM AND FRANCE. FRANCE ALSO REPRESENT THE EEC IN PAKISTAN UNTIL JUNE 1984. MEETING WITH REP OF AUSTRALIAN EMBASSY WILL BE HELD LATER. THE PURPOSE OF THE MEETINGS WAS TO ASCERTAIN THE VIEWPOINTS OF THE MAJOR FOOD CONFIDENTIAL
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DONORS ON THE FOLLOWING:

A. THEIR PERCEPTION AS TO THE EFFECTIVENESS OF THE CURREN PROGRAM OF FOOD ASSISTANCE. AND THEIR OBSERVATIONS ABOUT ACTUAL REFUGEE NUMBERS AND PROBLEMS RELATING TO FOOD MISUS AND DIVERSION:

B. WHAT WOULD BE THE LIKELY LEVEL OF FOOD ASSISTANCE FROM THE DONOR FOR 1984.

C. WHETHER THEY PERCEIVED A NEED FOR REGULAR DONOR COOROI NATING MEETINGS WITH THE WFP AND WOULD BE WILLING TO SEND A REPRESENTATIVE.

4. RESPONSES TO THE ABOVE QUESTIONS FOLLOW:

A. TO VARYING DEGREES THE OFFICERS WITH WHOM WE SPOKE BELIEVE THERE IS INFLATION IN THE REFUGEE NUMBERS. ONE OFFICER MENTIONED THAT HE HAD HEARD AN OVERALL REFUGEE FIGURE AS LOW AS 1.5 MILLION FROM EXPAT FIELD STAFF. MOST WERE AWARE THAT THERE WAS FOOD DIVERSION BUT HAD ONLY VAGU NOTIONS AS TO THE POSSIBLE EXTENT. SOME WERE AWARE OF THE LOW LEVEL OF ACCEPTABILITY OF POWDERED MILK.

B. FEW REPRESENTATIVES HAD FIRM INFORMATION ON THEIR GOVERNMENTS' 1984 LEVELS OF FOOD AID FOR THE REFUGEES, BUT NONE FELT THAT INCREASED FOOD PLEDGES WOULD BE FORTHCOMING

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MOST SPECULATED THAT LEVELS WOULD BE DECREASED FOR A
NUMBER OF REASONS. SEVERAL COUNTRIES WOULD BE SHIFTING
RESOURCES TO THE WORLD BANK SELF-RELIANCE PROJECTS.
SEVERAL FELT THAT DISAGREEMENTS OVER ACTUAL NUMBERS OF BEN
EFICIARIES AND MALPRACTICES WOULD RESULT IN A REDUCED
COMMITMENT IN 1984. ALL CONCURRED THAT A MORE RATIONAL AN
CREDIBLE PROGRAM IS DESIRABLE TO COPE WITH LIKELY SOMEWH

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...R 300559Z NOV 83
...FM AMEMBASSY ISLAMABAD
...TO SECSTATE WASHDC 9983
...AMEMBASSY KABUL
...AMEMBASSY ROME
...INFO USMISSION GENEVA
...AMCONSUL KARACHI
...AMCONSUL LAHORE
...AMCONSUL PESHAWAR

...C O N F I D E N T I A L SECTION 02 OF 03 ISLAMABAD 20521

...STATE FOR RP/NSE AND NEA/PAB

...AID FOR ASIA/PNS AND FFP/FVA

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...SOMEWHAT REDUCED FOOD AID IN THE FUTURE.

...C. EACH EMBASSY REPRESENTATIVE EXPRESSED A WILLINGNESS TO
...PARTICIPATE IN A WFP-COORDINATED DONORS MEETING. A FEW
...RECALLED THAT WFP HAD CALLED A FEW SUCH MEETINGS SEVERAL
...YEARS AGO BUT THEY LACKED DIRECTION AND HAD NO DISCERNIBLE
...RESULTS. ALL AGREED THAT UNHCR SHOULD ALSO PARTICIPATE.
...5. FOLLOWING MEETINGS WITH DONOR REPRESENTATIVES, REFCOUN
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AND FFPO MET WITH WFP DEPUTY REPRESENTATIVE FREEMAN HUDSON
(U.S.) AND HIS SENIOR STAFF INCLUDING THE PROVINCIAL SUB-
OFFICE REP FROM NWFP. THE DISCUSSION WAS WIDE-RANGING,
POSITIVE AND EDUCATIONAL TO BOTH HUDSON, WHO HAS ONLY
RECENTLY COMMENCED DEALING WITH REFUGEE MATTERS, AND TO TH
USG OFFICERS WHO GAINED GREATER INSIGHT INTO HOW THE WFP
VIEWS ITS ROLE. REFCOUNS OUTLINED MISSION CONCERNS REGARD
ING EXCESS LEVELS OF FOOD DELIVERIES, MALPRACTICES AND THE
SUBSTANTIAL REPORTED LEVEL OF SALE OF REFUGEE FOOD FOR

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PERSONAL GAIN. HE POINTED OUT HOW THIS CAN UNDERMINE THE CREDIBILITY OF THE PROGRAM AND FUTURE DONOR SUPPORT. HE NOTED THAT OUR RECENT DISCUSSIONS WITH DONORS HAD SUGGESTED THAT 1983 WAS THE HIGHWATER MARK FOR FOOD CONTRIBUTION TO THE PROGRAM AND DONORS MIGHT REDIRECT RESOURCES FOR NUMEROUS REASONS. IT WAS USG CONCERN THAT SHOULD SUCH A REDUCT IN OCCUR THAT THE GOP AND THE UN AGENCIES MANAGE THE RESOURCES SO THAT NO REFUGEES SUFFERED. EMBOFFS NOTED THE INCREASING AWARENESS BY THE DONORS OF THE PROBLEMS IN THE PROGRAM AND THE PROBABILITY OF INCREASING NEED FOR AFRICAN DROUGHT RELIEF AS POSSIBLE FACTORS INFLUENCING FUTURE SUPPLY. THE WFP OFFICERS EXPRESSED A VARIETY OF VIEWS ON THE POINTS RAISED. THEY FELT THAT FOOD DONATIONS WOULD NOT DIMINISH AS THE DONORS HAD TO DATE BEEN SO FREE AND UNQUESTIONING IN THEIR SUPPORT. THE WFP OFFICERS WERE NOT AGREED INITIALLY AS TO THE APPROPRIATENESS OF CALLING A DONORS MEETING AS THAT IS MORE THE PREROGATIVE OF ROME. EMBOFFS NOTED THAT IT WAS NOT TO BE CONSTRUED AS A PLEDGIN CONFERENCE BUT AS A MEANS FOR THE DONOR REPS IN ISLAMABAD TO UNDERSTAND BETTER THE WFP POINT OF VIEW WHEN THEY WERE CONSULTED BY THEIR RESPECTIVE GOVERNMENTS CONCERNING FUTURE PLEDGES. FINALLY IT WAS AGREED THAT WFP WILL CONVENE A MEETING IN MID DECEMBER. THE FREQUENCY OF FUTURE MEETINGS WILL BE DISCUSSED AT THAT TIME.

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6. IN DISCUSSION WITH WFP OFFICIALS EMBOFFS EXPRESSED PARTICULAR CONCERN THAT THE WHEAT EXCHANGE AGREEMENT BETWEEN THE GOP AND WFP NOT CREATE PROBLEMS IN THE FUTURE. FYI ADDRESSEES WILL RECALL THAT WFP DONATIONS ARE LARGELY USED IN SIND, WHILE GOP SHIPS A SUPPOSEDLY EQUAL AMOUNT DIRECTLY TO THE REFUGEE CAMPS FROM GOVERNMENT STOCKS IN THE PUNJAB. END FYI. EMBOFFS EMPHASIZED THEIR CONCERN THAT GOP IS DISTRIBUTING WHEAT AT A RATE 10 PERCENT HIGHER THAN THE WFP PLANNING FIGURE. FROM JANUARY 1, 1983 TO DATE THE GOP HAS DISTRIBUTED 30,000 MORE TONS THAN WFP'S PLANNING TARGET AND THE DIFFERENCE IS GROWING BY SEVERAL THOUSAND TONS PER MONTH. WFP OFFICIALS NOTED THAT THERE IS ONLY A VERBAL UNDERSTANDING WITH THE GOP TO REPLENISH THE WHEAT AS DONORS SUPPLIED IT. THEY SAID THAT THE GOP CANNOT EXPECT MORE WHEAT THAN THE DONORS SUPPLY. EMBOFFS EXPRESSED CONCERN THAT A TIME WOULD COME WHEN THE GOP WOULD ASK THE WFP OR DONORS TO REPLACE 50 OR 100 THOUSAND METRIC TONS OF WHEAT ALREADY SUPPLIED TO REFUGEES. NO PLEDGES WOULD BE AVAILABLE BEYOND REAL REFUGEE NEEDS AND A VERY EMBARRASSING AND CONTENTIOUS SITUATION COULD DEVELOP. EMBOFFS ALSO NOTED THAT THE USG WOULD PROBABLY BE THE PRIM TARGET TO MAKE UP THIS DEFICIT. IT WILL BE A SUBJECT OF FURTHER DISCUSSION IN THE DECEMBER DONORS MEETING.

7. FOLLOWING MEETINGS WITH EMBASSY REPRESENTATIVES AND WFP OFFICIALS, REFCOUNS MET WITH UNHCR CHIEF OF MISSION GERALD WALZER ON NOVEMBER 23. LATTER SAID THAT HE WOULD

WELCOME MEETINGS BETWEEN WFP AND DONORS AND WOULD VERY MUCH LIKE A REPRESENTATIVE TO BE THERE. WITH REGARD TO NUMBERS SAID THAT THE UNHCR FIGURE OF 2.3 MILLION REFUGEES WAS MEANT TO COUNTER THE GOP FIGURE, BUT IS USED AS A GUIDE FOR BUDGETARY CALCULATIONS. HE SAID THAT WHEN APPROPRIATE HE PUSHES FOR MORE DISTRIBUTION THROUGH FAMILY HEADS RATHER THAN THROUGH THE TRIBAL LEADERS (MAL-

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TEXT OF TELEGRAM 83ISLAMA020521

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ACTION RP-10

INFO	OCT-00	COPY-01	ADS-00	AID-00	INR-10	EUR-00	SS-00
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	SP-02	SNP-01	PRS-01	/061 W			

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.....R 300559Z NOV 83
FM AMEMBASSY ISLAMABAD
TO SECSTATE WASHDC 9984
AMEMBASSY KABUL
AMEMBASSY ROME
INFO USMISSION GENEVA
AMCONSUL KARACHI
AMCONSUL LAHORE
AMCONSUL PESHAWAR

.....C O N F I D E N T I A L SECTION 03 OF 03 ISLAMABAD 20521

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.....IKS), WHO ARE THE SOURCE OF MUCH DOUBLE REGISTRATION AND
OTHER ABUSES. UNHCR IS GRADUALLY PHASING RELIEF ITEMS OUT
AND AS IT CONCENTRATES MORE ON SERVICES (E.G., BASIC
SANITATION, PREVENTIVE MEDICINE), THE HEAD COUNT, ALWAYS
THE SUBJECT OF HEATED ARGUMENTS, WILL BECOME LESS
IMPORTANT.

.....8. COMMENT. WE FEEL THAT THE DONOR EMBASSY REPRESENTA-
TIVES WITH WHOM WE SPOKE WELCOMED OUR INITIATIVE, AS DID
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THE UNHCR CHIEF OF MISSION. THE DONOR REPS ACCEPTED OUR
 ANALYSIS OF THE SITUATION AND IN SOME CASES CONTRIBUTED
 USEFUL INFORMATION. WE DETECTED SOME DISSATISFACTION WITH
 THE CURRENT STATUS OF THE FOOD RELIEF PROGRAM. THE DONOR
 EMBASSY REPS PERCEIVE THAT THE ONLY AVAILABLE COURSE OF
 ACTION WOULD BE TO REDUCE OR REDIRECT RESOURCES. IN
 DISCUSSIONS IN THE COMING WEEKS WE WILL SEEK TO AVOID AN
 OVERREACTION WHICH COULD LEAVE THE PROGRAM GENUINELY UNDER
 SUPPLIED. THE WFP OFFICERS EXPRESSED A VARIETY OF VIEWS O

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THE POINTS RAISED IN OUR DISCUSSION WITH THEM. IT WAS CLEAR THAT THEY FELT THEY ACT MORE IN THE ROLE OF A CONDUIT FOR THE DONORS THAN AS A PROGRAM MANAGER WITH RESPONSIBILITY FOR QUALITY OF IMPLEMENTATION. FORTUNATELY THE PROVINCIAL SUB-OFFICE HEADS TAKE A MUCH MORE ACTIVE ROLE IN PROGRAM MANAGEMENT. NEVERTHELESS, WE FEEL THAT WE HAVE NOTED OUR CONCERN SUFFICIENTLY STRONGLY TO WFP HERE. END COMMENT.

9. ACTION REQUESTED. WE SUGGEST FODAG/ROME BROACH THE PROBLEM OF THE WHEAT EXCHANGE UNDERSTANDING WITH WFP. THE DECEMBER VISIT TO ROME OF RP OFFICER WILLIAM HARRIS WOULD BE A USEFUL TIME TO DO SO AS HE WILL HAVE JUST COMPLETED A VISIT TO PAKISTAN AND WILL HAVE FIRST HAND INFORMATION ABOUT THE SITUATION HERE. FODAG COULD POINT OUT THAT IF DONOR COMMITMENT DIMINISHES AS MUCH AS 10 PERCENT IN 1984 OVER THE 1983 LEVELS AND THE GOP CONTINUES THE CURRENT RATE OF DELIVERY TO THE REFUGEE CAMPS, THE GOP MIGHT COME TO EXPECT REIMBURSEMENT OF MORE THAN 50,000 MT OF FOODGRAINS ABOVE ACTUAL ARRIVALS IN KARACHI. WE SUGGEST ADVISING THE WFP TO NOTIFY THE GOP IN WRITING THAT LEVELS OF DELIVERY OF WHEAT TO CAMPS SHOULD NOT EXCEED KNOWN PLEDGES OVER A SPECIFIC PERIOD OF TIME, AND THAT DISTRIBUTION IN EXCESS WILL NOT BE REIMBURSED.

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10. KABUL MINIMIZE CONSIDERED. KING

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